

UK Presidency of the EU

European Public Administration Network

Diversity Research Project



CabinetOffice

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1. Introduction

1.1 What do we mean by diversity?

The European Commission offers this statement about diversity.

'As well as ensuring that people from different groups do not suffer discrimination, recognising diversity means understanding how people's differences and similarities can be mobilised for the benefit of the individual, the organisation and society as a whole. Managing our diversity by ensuring fairness and equality is becoming not just a "good thing", but also an imperative in a changing and complex world'.¹

Each Member State has a history, culture and set of values that make a single, final definition of diversity difficult to agree. For this report, the European Commission's statement reflects the broad understanding of the issue of diversity that emerged from discussions held during the Human Resources Working Group of the European Public Administration Network under the UK Presidency of the EU.

1.2 Why is diversity important?

New legislation is only one driver for organisations to think about managing diversity. Other social and economic changes also play their part.

Today's business environment is changing and the failure to use human potential to the full will become more damaging as labour markets become more competitive and mobile. Businesses with a diverse workforce are likely to:

- attract a wider customer base
- recognise new potential markets and provide better and more tailored service to meet individual needs
- provide a diverse working pattern that will provide greater flexibility demanded by customers
- improve customer care and marketplace competition
- enhance corporate image and reputation by maintaining ethics and values
- attract and retain talent by improving people management and development and being aware of labour market factors, and
- have better staff morale and performance.

Therefore, these changes mean that diversity enhances the organisation's responsiveness to an increasingly diverse world of customers. It recognises corporate social responsibility to improve relationships with communities, make economic activity more inclusive, and improve business markets.

¹ European Commission's website – www.stop-discrimination.info

1.3 Demographic change

All European countries have undergone (and are still undergoing) dramatic change in their populations and this affects the kind of people that are employed and the provision and use of goods and services. For example:

- Increasing numbers of women are entering the labour market and becoming entrepreneurs.
- Migration has led to a multicultural and multi-ethnic population across Europe.
- People with disabilities and gay and lesbian people, for example, are challenging stereotypes.
- The average age of the workforce is increasing; there are fewer younger people in the workforce than older people.

These changes mean that traditional patterns of employment, consumption, and ways of thinking are becoming outdated. Successful organisations understand these changes and use them for their own benefit.

1.4 Changing expectations

There is growing evidence that people are concerned with the social and ethical dimension of their work and the way they consume products or use services. The idea that organisations should display social responsibility is one of the public's main beliefs in this field. Employees also have higher expectations of their employers to be fair in what they do and to accommodate their needs through, for example, flexible working and 'work-life balance'. The speed of change drives organisations to re-examine their assumptions about culture, values, tastes and needs. Increasingly, those that invest or fund organisations expect to see diversity. For example, advances in technology are giving people greater access to information, empowering citizens to challenge traditional opinions and seek innovative answers to their questions.

1.5 The UK Presidency diversity research project

The UK Presidency decided to carry out further, smaller pieces of work alongside the work allotted to the EPAN HR Working Group. Recent studies had examined themes about the status of civil servants and what, if anything, makes them different from other employees. It was felt that a study on diversity would complement both the study into innovative HR and the information collected and promulgated by the European Commission Directorate General for Employment, Social Affairs and Equal Opportunities to combat discrimination.

1.6 Approach

The UK Presidency proposed that rather than issuing a formal questionnaire with tick boxes, they would set out an understanding of the value of a diversity policy, and then ask each Member State to provide up to two representative examples from their administration. The example(s) will serve as case studies for this report that colleagues in other Member States could look at as examples of best practice.

Member States acknowledge that they are all affected by the key diversity drivers of:

- globalisation
- an ageing population
- the change in people's attitudes to work and leisure, and
- the need for organisations to operate effectively and economically.



However, each Member State is affected by these drivers with varying emphasis and degree. Consequently, each Member State has its own diversity journey with its own, unique route map. This means that some diversity action may be less appropriate in some Member States.

The UK Presidency put together a report bringing together these best practices.

In September 2005, the participants at the EPAN HR Working Group chaired by the UK Presidency worked together to discuss what the term *diversity* meant in their state and shared examples of how they addressed diversity issues.

The UK's National School of Government facilitated a series of small group *workshops* that allowed each participant to contribute fully in the meeting. Each participant took the opportunity to review and discuss each contribution on a one-to-one basis before the National School of Government facilitators closed the workshop by summarising the key issues.

This approach achieved two outcomes:

1. It enabled participants to share a deeper understanding of diversity issues in each Member State, providing a richer analysis.
2. It provided participants with a challenging and diverse approach to working together, that encouraged all participants to contribute.

1.7 Project objectives:

The project objectives are:

- To plan and carry out a facilitated event that enables discussion and the sharing of examples of diversity in practice.
- To produce a brief report that draws together a clear explanation of diversity, how it can contribute to modern, efficient public administrations and examples of good practice.

2. Summary of key issues arising from diversity workshops

Member States acknowledge that they may define *diversity* in differing ways. These issues reflect the aspects of *diversity* that are most prominent in Member States' agendas.

- **Gender:**

There were two main concerns with gender:

1. The under-representation of women at senior and managerial positions in public administrations.
Whilst women comprise up to 50 per cent of the public administration workforce, in some situations they comprise only a small percent as managerial and senior positions.
2. Pay equality has not been achieved across Europe.

- **Age:**

All Member States were aware that public administrations must address the European phenomenon of an ageing population and workforce. Additionally, there are concerns about attracting young people into public administrations.

- **Flexibility:**

Member States recognised that recruitment, pay, reward and absence and working hours policies and procedures needed to be flexible to attract and retain under represented groups who could be of value to the administration.

- **Ethnicity/Race:**

This was a major issue facing countries where minority groups felt that public administrations did not represent their interests. This issue was particularly concerned with the growth and absorption of different cultures and languages within their administration.

- **Disability:**

Member States shared a concern that people with a disability often find it difficult to contribute to the labour force. Furthermore, organisations have traditionally not implemented policies and procedures that enable them to make use of the talents that people with disabilities can bring.

The Member States also identified other diversity issues. The issues included:

- faith
- sexuality
- transgender
- culture
- transient communities.



3. Examples of how public administrations in the EU address diversity

These case studies have been submitted by Member States to show how they are addressing their own diversity issues. Some Member States have submitted more than one example where they think it may be of interest to colleagues. In many Member States, diversity action is in the early stage. In these cases, action focuses on the setting up of legislative frameworks and strategies that will enable further practical action. In Member States, there is a range of action being taken to implement diversity policy. These case studies represent some of the most complex and characteristic best practices.

Across and within each theme there are degrees of commonality. For example, many of the actions taken to address the gender issues involve using flexible working practices. These links are entirely expected and indicate that a holistic approach to all the diversity issues can help in prioritising where to allocate scarce resources.

The case studies have been grouped by diversity themes:

- Diversity strategy & legislative framework
- Training & development
- Gender
- Flexible Working Practices
- Ethnic & Religious Minorities
- Disability
- Age

3.1 Diversity strategy and legislative framework

There are six case studies in this section, the first, from Belgium, describes the use of *diversity cell*, and other mechanisms to promote diversity within the Federal Administration.

The second, from Hungary, explains how legislation and innovative remuneration strategies can add value to the effectiveness of public administration.

The third, from the Netherlands, describes the Diversity Programme which includes a practical example of how to implement diversity policy.

The fourth, from the Republic of Ireland, sets out the Civil Service's approaches to equality, together with a summary of how implementation is carried out. It includes reference to taking positive action to create real opportunity, for example for members of the Traveller Community and people who are 50 years old.

The fifth, from Slovakia, describes the use of equality and diversity as set out in the Civil Service Act.

The sixth, from Sweden, sets out the philosophy of diversity together with experiences so far.

3.2 Belgium

3.2.1 Diversity in the Belgian federal public service

In February 2005, the Belgian Minister for the Civil Services, Christian Dupont, published an action plan aimed at promoting diversity within the Federal Administration. In this action plan, three aspects of diversity are highlighted:

- The promotion of equality between women and men.
- The employment of disabled people in the administration.
- The integration of people of foreign origin in the public service.

The aim of diversity is to create proportional labour participation. Not only has the Federal Administration an exemplary role to play in this matter, but diversity in personnel is also necessary to optimise the service to a diverse Belgian society. Without diversity, we miss the creative and innovative power that is necessary to take up the challenges for the future!

It is not only the Diversity Cell, Selor, OFO/IFA and the people in charge of diversity in the public organisations within the network that are responsible for the diversity plan. It is everybody's business. The support of management, in particular, will be a critical success factor.

3.2.2 What does the diversity cell do?

The diversity cell has four operational objectives:

1. Promoting the Federal Administration, towards the Civil Servant and the citizen, as a diverse employer, through awareness and communication campaigns.

Some examples: the communication campaign *Top Women*, running both internally and externally; the contest Create Diversity which was launched for all civil servants and was aimed at finding an appropriate slogan and/or cartoon (this is a way of not only sensitising, but also creating involvement). At the beginning of 2006, a large national communication campaign is being planned to promote the Federal Public Service as a diverse employer towards the general public.

2. Integrating the notion of diversity in all phases of a career in the public service: inflow, flow-through and (avoiding) outflow.

Selor (recruitment and selection) and OFO/IFA (training) are our partners in this field.

In 2005, the focus was on the improvement of the inflow of the target groups (disabled people and people of foreign origin) by developing a network of external partners and finding the appropriate communication channels for publishing vacancies (Selor).

The OFO/IFA training catalogue 2005–2006 contains three courses regarding diversity:

1. Diversity: benefit in your work and personal relations.
2. Diversity management within the organisation.
3. Intercultural communication at work.



3.2.3 The management of an interdepartmental fund for financing the reasonable accommodation of work posts

A procedure has been developed and the Diversity Cell can treat requests. Meanwhile it has set up a network of experts in aids for disabled people to advise them.

3.2.4 Support for the network of people in charge of diversity in the public organisations

The people in charge of diversity take care of the implementation of the action plan in their organisation. This means that they make a plan with a series of actions, customised to their organisation's situation. They are supported by the diversity cell. The network of people in charge of diversity meets every two months. The meetings are organised by the diversity cell and will serve as a forum for exchanging information and good practices. However, those in charge of diversity should mainly focus on their own organisation.

To back them up, the diversity cell organised three-day training in diversity policy in May 2005. Firm support and coaching by management at all times remains nonetheless indispensable.

3.2.5 Projects offered in 2005–2006 to the FPSs by those in charge of diversity

- **Diversity theatre:**

Following the positive evaluation of the theatre that took place in 2004, all organisations of the network are invited to organise the performances within their organisation. With their co-operation, the existing script can be adapted and specific examples for their organisation can be added. This project is completely financed and supported by P&O. On 23 September, the members of the network got a taste of what was coming.

- **Pilot Project meetings culture:**

This project was also presented on 23 September. We provided complete guidance for two pilots aimed at improving their meeting culture. The project is part of the programme for improving the balance between work and private life. What does this have to do with meetings? Everything, when one realises that at some levels up to one-third of the working time is dedicated to meetings, often until late in the evening. This project is not aimed at doing away with late meetings, but at improving the meeting culture so that frequent late meetings are reduced to the minimum. Is this impossible? We will await the results of the two pilots, completely and professionally guided by external consultants.

To meet the needs formulated in the network, we will offer the following tools in 2006:

- Tools for measuring the diversity and the learning capacity concerning integration and diversity in the organisation.
- Practical guidance for creating and implementing a diversity plan, with good practice examples and proposals for specific actions that can be adapted to the particular situation in each federal public institution.

3.3 Hungary

3.3.1 Diversity and Equality in public administration

There are several measures in diversity policy in the public administration in Hungary. They have already helped to add value to the effectiveness of public administration. The measure also allows the public administration to retain trained and experienced civil servants. The legislation enables public administration to employ:

- junior workers in internship schemes in the public sector
- women who wish to work after caring for their young child, and
- unemployment after caring for a close relative.

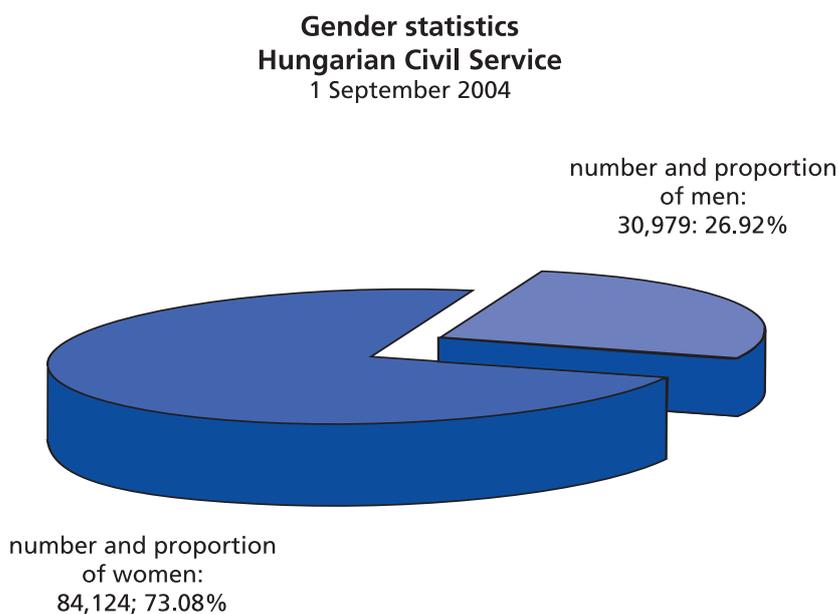
There is a range of innovative remuneration strategies:

- civil servants may be awarded an educational salary bonus as an acknowledgement by the head of the official organisation. This system also encourages civil servants to gain broader experience.
- bonuses can be awarded automatically for passing English, German and French language examinations. The salary bonus for language examination encourages mainly the junior civil servants.
- the civil servant may be provided with several social, welfare, cultural or health allowances. These allowances may attract under-represented workers (e.g. A civil servant from a different country may be given a local transportation season ticket, loading rent contribution, and underprivileged civil servants may be given social support or an educational scholarship).

To support women in childcare while wanting employers to allot the working time of public servant in a way different to that of forty hour a week. There are several opportunities by the Code of Labour to give working time allowances for pregnant women, including part-time working:

- Pregnant women are entitled to twenty-four weeks of maternity leave.
- Until the third birthday of the child, women are entitled to unpaid leave for caring for the child.

The following chart shows the success of Hungary's policies:





3.4 Netherlands

Since 2003, a Diversity Programme has been in development and implementation at the **Tax Office**.

a) Themed days on diversity

To increase awareness, an initiative started in 2003. A number of themed days were organised for a variety of target groups (management and employees). During the themed days, discussions were held about the importance of diversity for the Tax Office and how this could be given an integral place within the organisation.

b) Recruitment activities

Extensive networks and methods have been developed to reach the target group of immigrant Dutch citizens. The result showed that an increase in the percentage of immigrants had been seen despite retaining objectives.

c) Policy chapter

A Diversity policy chapter will be introduced in 2005. This will relate diversity to the context and developments within the Tax Office, central government, society and clients. A variety of future activities will be linked to this with regard to diversity. Whenever possible when compiling these, they will be connected to inter ministerial developments.

d) The P99 project

P99 aims at creating an inventory of places in the organisation where it is crucial to locate a diversity of personnel from the perspective of job-related criteria. The project arose as the result of the Tax Office's large (and increasing) number of immigrant clients, including entrepreneurs in particular.

Selection tools and selection training

Selection tools have been made free of cultural values as far as possible, and selection training has been developed aimed at the broadest possible recruitment.

e) Study on the Pre-School Education Act in relation to the Tax Office's female employees

f) A study is being carried out into the effects of the Pre-School Education Act on the departure of female employees.

g) Study on the progression of immigrant employees

The University of Tilburg has produced a study into the career development of the Tax Office's non-Western employees.

h) Themed afternoons for P&O managers

In 2005, the managers (regional P directors) will have devoted two afternoons to the diversity theme with the objective of arriving at targeted plans of action and policy.

i) Internal networks of diversity

Three network groups have been set up within the Tax Office in relation to the diversity theme at three levels: management, ambassadors (HRM officers and P&Os) and an Inter-cultural Forum which employees can attend and give solicited and unsolicited advice to management on the subject of diversity.

3.5 Republic of Ireland

The Civil Service is strongly committed to equality of opportunity in all its employment practices. As an employer, the Civil Service must fulfil its obligations under equality legislation, particularly the Employment Equality Act 1998. While recognising that people are different, employment practices must ensure that these differences do not lead to unlawful discrimination in the workplace.

3.5.1 Equality of opportunity

Equality of opportunity in the Civil Service means that:

- all civil servants can be confident that their rights under the Employment Equality Act are guaranteed and that no-one will receive less favourable treatment than someone else because of their gender, marital or family status, sexual orientation, religious belief, age, disability, race or membership of the Traveller community
- throughout their working lives, civil servants can be assured of equality of participation in their Department, regardless of gender, marital or family status, sexual orientation, religious belief, age, disability, race or membership of the Traveller community
- all civil servants have a responsibility to create a working environment in which differences are respected and in which all people – staff, clients and customers – are valued as individuals
- as an employer, the Civil Service will strive to achieve real equality of opportunity by continuously monitoring its employment practices to ensure that they do not perpetuate existing inequalities.

3.5.2 Equality opportunity in the key human resource areas

As in the case of gender equality, the Civil Service is committed to ensuring equality of opportunity in the key human resource areas. These are:

- recruitment
- promotion
- placement and mobility policies
- training and development
- family friendly working arrangements and achieving work/life balance
- realisation of a positive working environment, free of harassment, sexual harassment and bullying
- elimination of discriminatory language
- retention of staff.

The Civil Service recognises the importance and, in some cases, the necessity, of positive action in accordance with the law, in creating real equal opportunity. Nothing in this policy shall preclude the Civil Service or individual Government Departments from taking positive action, as permitted under the Employment Equality Act 1998, in respect of:

- persons who have attained the age of 50 years
- persons with a disability, or
- members of the Traveller community.



3.5.3 Responsibility for the policy on equality of opportunity

Departments, as employers, have a duty of care towards their staff and are responsible in law for upholding equality legislation. Departments may have their actions reviewed by the Office of the Director of Equality Investigations, the Labour Court and the Courts based on complaints from individuals who consider that they have been subject to discrimination contrary to the Employment Equality Act 1998 or to the Equal Status Act 2000. In addition, the Equality Authority may carry out inquiries and issue recommendations for the purpose of eliminating discrimination or promoting equal opportunities. The Equality Authority may also carry out equality reviews and prepare equality action plans and codes of practice in furtherance of the elimination of discrimination in employment or the promotion of equality of opportunity in employment.

The Department of Finance, in consultation with the Civil Service unions, is responsible for developing policy and promoting best practice in equal opportunity across the Civil Service.

Responsibility for the implementation of equal opportunity lies with the Head of Department or a person designated by the Head of Department. Clear and effective designation of responsibility and accountability is critical to the effective implementation of the policy. Implementing equal opportunity requires action by Departments.

3.6 Slovakia

In recent years, Slovakia has had high awareness about the importance of equality and diversity in public life and it is still growing. In accordance with the European standards, the **Anti-discrimination Act** adopted in **2004** represents the implementation of the constitutional principle of equal treatment and a main tool for the achievement and maintenance of equality and diversity in public life, particularly, in the area of employment, training, and access to social benefits or healthcare. Issues concerning employment are:

- access to employment
- working conditions including:
 - remuneration
 - promotion
 - dismissal
 - access to training
 - membership of a trade union.

The prohibition of discrimination covers discrimination based on gender, race, age, religion or belief, nationality or ethnic origin, disability or sexual orientation.

The equality and diversity principles are explicitly expressed in the Civil Service Act that reiterates the prohibition of discrimination based on the above-mentioned grounds when applying for a post in the Civil Service or during performance of the service. Applicants for posts in the Civil Service that feel that their right to equal access has been infringed upon for these reasons are able to challenge the decisions in court.

Similarly, civil servants that feel they were discriminated against in employment have the right to challenge a decision in court or with a senior civil servant through a specific procedure laid down in the **Civil Service Act** where the service office has to prove that no discrimination occurred.

Without doubt, the achievement of full practical equality and diversity in the Civil Service is a long-term and difficult process. For example, in 2004 the representation of women in the public administration in Slovakia according to statistical evidence was proportionally higher than men, women 63.4 per cent and men 36.6 per cent. This data concerns the whole public administration including health services, education sector etc. except armed forces. Concerning the remuneration of women in the public sector, the average salary for women is SK17,160 (Slovak crowns), whereas the average salary in the public sector as a whole (men and women together) is SK19,241 (Slovak crowns). It follows that there is a gap between the remuneration of men and women in the public administration. It is worth noting that the information on the type and the structure of job positions prevalently occupied by women is not available. This could be of importance when assessing the equality of treatment. Currently, there is no statistical data on the representation of women or any minorities in the Civil Service.

3.7 Sweden

3.7.1 Diversity strategies for Swedish Government employers

The Employers in the Swedish public administration define diversity as the presence in an organisation of a wide variety of cultures, opinions, ethnic groups, religious, socio-economic backgrounds, personalities and sexual preferences.

3.7.2 Diversity in society as a whole

For working families, the Swedish Administration provides:

- childcare leave for 480 days per birth to all new parents employed with a permanent contract.
- for the first 13 months of the childcare leave, a parent is granted 80 per cent of the monthly pay.
- temporary parental benefit for parents who take leave in order to take care of a child during illness.

3.7.3 Government actions for diversity in society and national administration

Among several other strategies, the Swedish Government is currently preparing a new revised action plan for human rights in society. The new plan will substitute the former plan from 2002 and come in to effect during spring 2006. The new plan will merge the National Plan for Human Rights with the National Plan against racism, discrimination and homophobia into one single action plan.

In 2004, the Swedish Agency for Public Management evaluated the current national action for better ethical and cultural diversity in the Swedish Government Administration. The evaluation proposed:

- a more active follow up strategy between the Government and the agencies
- better cooperation between agencies
- clearer division of responsibilities
- mainstreaming of the issue into HRM, instead of having separate plans
- a strengthening of connection between employer policy and other diversity policy areas.

According to these results and others, the Government has granted the National Ombudsman against discrimination an extra six million SEK in order to deepen the evaluation of how the major agencies meet with their obligations according to laws against discrimination.



3.7.4 Flexible agreements between the social partners

The employers' preferences for diversity are primarily not based on societal concerns, but more on how to create modern, efficient, and attractive agencies. The employer's focus of diversity issues then tend to be more on the individual's personality, education, values, skills, experiences and cultural behaviour than on ethnicity, religion, sex, age etc.

The agreements regarding pay and other working conditions for government employees are becoming increasingly flexible in order to make possible adjustments related to the local workplace and the individual employee. 'Non-regulated working hours' is one example of flexibility that is becoming progressively more common for professional workers. 10 800 of the 220 000 government employees have non-regulated working hours. This means that a worker does not get allowances for overtime but a lot of flexibility in the distribution of time between work and other activities in life.

3.7.5 Diversity as asset – a joint project

Some basic questions make the diversity issue so important especially since the tasks for the workers in government administration are becoming increasingly complex:

- How do we create levels of service that match the current needs from society with the personal needs of integrity, respect and influence?
- How do we cope with increasing professionalism, individual and cultural values, a common ethical platform and the requirements for democracy, effectiveness and justice?

To help agencies in finding answers, the social partners in the Swedish Government Administration have decided to promote diversity through a joint project called *Diversity as asset*. The purpose is to create interplay models and views of operation that makes diversity a success factor in the business of the participating organisation. The operative aim is to develop, test and assess different methods for identifying and reducing obstacles to diversity in practice.

A workplace that manages to accept and use diversity between people also manages difficult and complex tasks and consequently becomes a better and more developed work environment for all.

The aim of *Diversity as asset* is to focus on the individuals in an organisation, to promote efficiency, effectiveness and enhance the attractiveness of skilled professionals and workers. An attractive and competitive workplace is assumed to unite people with their individual differences through means of openness, transparency and mutual respect.

The following factors are identified:

- Better respect for all kind of differences.
- Better insight about one's own attitudes to different fields of diversity.
- Diversity seen as an asset at the individual, group and organisational level.
- Better quality output.
- A notably higher awareness of and demand for diversity among the workforce as well as among possible future employees.

3.7.6 Methods

The social partners have jointly engaged three different consultants and offered their different psychological and pedagogical approaches to interested government agencies. To become a participating agency the social partners at local level have to take part jointly in the project. Currently six agencies are involved in the project.

3.7.7 Experiences and conclusions from the dialogue so far

It was difficult to find agencies having the necessary amount of time and energy to invest in a project like this. There is also a difficulty in focusing on a deeper and broader meaning of diversity, since the general debate is more about specific diversity issues such as gender, ethnicity and sexual preferences.

Strong traditional Swedish values, like collectivity, shared responsibility; consensus seeking etc. may be a challenge to the adaptation of more expressive and inclusive ways of working and being:

- Political actions may affect diversity positively, but only if they are aligned with business needs.
- Economy affects diversity strategies; bad times allow lesser opportunities for diversity work.
- Recruitment needs to be modernised; old methods, traditional advertising etc. do not increase diversity.
- The view upon skills and competence must develop; diversity has to be one factor to recruit and to develop.
- Language is not a big issue; experience shows that the professional language at a workplace normally is quickly adopted by people with another native language than Swedish.
- Attitudes and prejudices create obstacles to diversity; therefore it is important to keep on discussing individual preferences etc. in order to make people aware of their attitudes.
- Values locked into the organisational culture have to be constantly brought up and reassessed.
- Leadership is essential, support is not enough, active strategies are necessary.

The participating agencies are very enthusiastic and serious in their approach, even if most of the work remains to be done.



4. Training and development

There are two case studies. The first, from Finland, describes a management development tool to prepare for increased turnover of managerial staff. The second, from France, explains an innovative approach to combating social exclusion and easing entry into the Civil Service.

4.1 Finland

Specialist qualification diploma in management – a tool to enhance personal and diverse needs in management development

Finland has started to promote a new type of management development tool in the state administration in order to prepare for increased turnover of managerial staff. The traditional management development programmes are costly and do not reach adequate numbers of managers. The diploma offers a flexible tool to take into account the participant's and his/her organisation particular needs.

4.1.1 Competence-based qualification diplomas – what are they?

A new system of competence-based qualification diplomas designed for the adult population has been developed in Finland in the course of the 1990's. This system, designed by the Ministry of Education and run by the National Board of Education, allows vocational skills to be demonstrated in competence tests independent of formal education.

Competence-based qualification diplomas are planned and arranged in collaboration with business and working life. The Qualification Committees are responsible for arranging and supervising the competence tests. The Committees conclude agreements on the arrangement of competence tests with the bodies organising the preparatory training. The members are appointed by the National Board of Education and are chosen from different experts in each sector (such as teachers and representatives of employees as well as employers).

There are three kinds of competence-based qualification diplomas. Vocational qualifications demonstrate the skills and knowledge required for achieving vocational skills. Further vocational qualifications demonstrate the vocational skills required of skilled workers. Specialist vocational qualifications demonstrate a command of the most demanding tasks in the field. The Finnish State, as an employer, supports the use of all of these as a personnel development tool. In accordance, the Specialist Qualification in Management is highly recommended.

4.1.2 Specialist qualification diploma in management

The diploma is targeted at managers, supervisors and experts who possess solid competence and expertise in their field and whose main responsibility is management. Those who have completed the qualification may work in different managerial and supervisory positions and as project leaders and co-ordinators.

Participants in the competence tests are not required to engage in formal preparatory training. Nonetheless, successful completion of the qualification usually requires training to rectify gaps in vocational skills learnt at work and to enhance vocational skills. In practice, the majority of competence-based qualification diplomas are taken after participation in preparatory training, and the tests of competence are arranged in connection with this training.

A critical part of the qualification is that participants must demonstrate on completion of the course that they have a comprehensive management skill set. In the demonstrations, they are showing their ability to learn from personal experiences and from the various assessments that make up the backbone of the programme. In addition, they must demonstrate an ability to think in new and innovative ways.

The preparatory training programme is demanding and lasts from 1.5 to 2 years. It may consist of training periods, supporting reading material, assignments and carefully planned workplace projects. The contents of the training include the following themes, for example:

- Organisational culture and values.
- Leadership and leading people.
- Strategic management and business economics.
- Team leadership and development.
- Change leadership/management.
- Organisational learning.
- Learning, skills/competence management.
- Co-operation, interaction, networking.
- Customer-oriented processes of operation.
- Dynamics of the work community, wellbeing in organisations.
- Growth as a human being, resources and life management/control.
- Essential legislation.

4.1.3 Why does the state aim at it?

In the state administration, like elsewhere, there is a need to take care of future management potential at the time, when increasing numbers of managers are retiring. The diploma appears to give a *flexible tool for large numbers of managers to develop their skills*. The traditional management development programs are costly and do not often reach adequate numbers of managers.

The process provides a unique opportunity to *develop the overall skills of managers, supervisors and key experts*. The demonstrations for the diploma are real-life projects and have proven to be valuable to the development of the participant's organisation. The process is a good example for the promotion of life-long learning. Furthermore, the *participants find the work rewarding*. The opportunity to receive practical personal feedback on one's work is highly appreciated.

The process is flexible also in the sense that it is possible to orient one's studies towards the leadership and management areas, which are essential from the point of view of the participant's organisation and tasks. All participants make an individual learning and demonstration plan, in which they will receive individual guidance. The programmes can be directed at specialised areas of management, for example productivity, human resources management and development as well as management in an international context.

A number of state organisations are implementing, or have started planning, their own Specialist Qualification Diploma in Management programmes. Some of them work together on a regional basis. Furthermore, some organisations have decided to systematically train certain levels of management using Specialist Qualification in Management.

<http://www.nayttotutkinnot.fi> (only in Finnish)



4.2 France

4.2.1 PACTE – Easing entry to the Civil Service, to combat social exclusion

The French Minister for the Civil Service and Reform of the State has announced his intention to introduce a new scheme promoting employment in the Civil Service, PACTE (*parcours d'accès aux carrières territoriales, hospitalières et de l'Etat – new career opportunities in local and national government and the health service*).

Given the interest shown in this highly innovative recruitment initiative, it is worth describing its philosophy and detailed practical arrangements.

4.2.2 Philosophy behind the planned reform

The goal of this scheme is to re-integrate the most socially excluded sectors of society.

Almost four million French people, a million of them young people, live below the poverty line. Every year, 60,000 young people leave school with no qualifications.

Most new recruits to the Civil Service, however, are young university graduates: every year almost 30 per cent of graduates from higher education start a career in the Civil Service and some 70 per cent of recruits to the Civil Service have at least a university degree. This can be partly explained by the nature of the jobs, but selection by entrance examination also leads to the exclusion of some sections of the population from this career path. Despite efforts to make the tests less academic, better qualified applicants continue to enjoy a decisive advantage.

Apart from the fact that this is making the Civil Service less and less representative of the society it is meant to serve, the situation is also impeding efforts to attain social justice and equality via employment.

Despite efforts to diversify Civil Service recruitment, entrance examinations – a selection mode which inherently disadvantages the least qualified – are still the main channel of access.

4.2.3 Efforts have been made to diversify recruitment

Access to jobs in the public sector is governed by Article 6 of the declaration of the rights of man, which lays down a dual requirement: equality and merit. The only way a distinction may be made between people is on the basis of their *virtues and talents*. It is this principle that lies behind the egalitarian and elitist method of selection by examination (Article 16 of the French civil service regulations, the *Statut général*).

The principle of equal access thus has constitutional force, as confirmed by the Constitutional Court, in particular in its decision No 82-153 DC of 14 January 1983.

In this decision, however, the Court stipulated that this principle did not preclude *recruitment rules (...)* *being differentiated to take account both of the variety of merits to be considered and of the needs of public service.*

Because although, in terms of social inclusion, the notion of focusing on particular merits may be a delicate one, **the idea that a civil service should be representative of the society it serves is indisputable.**

From this point of view, the idea of introducing special rules and derogations for certain categories of the population is not at odds with the rules of transparency and equal access for those who have identical qualifications (CC, 11 July 2001, No 2001-450 DG and Paris administrative court judgment of 6 November 2003).

The Constitutional Court has also accepted that the principle of entrance examinations does not in itself have constitutional force and that parliament was entitled to lay down recruitment procedures for certain bodies that did not involve entrance examinations (CC, 30 August 1984, No 84-178). In fact, French Civil Service regulations contain several derogations from the principle of entrance examinations, some in the interests of promoting social inclusion (recruitment of disabled people on contracts, recruitment to reserved positions, etc.).

As the dominant mode of recruitment, entrance examinations have evolved significantly in the last ten years or so, becoming more accessible to sections of the population outside the two traditional categories (young graduates and internal applicants). Such diversification has included the development of “*third-sector*” entrance examinations, reserved for applicants from the private and non-profit sectors, and exams based on qualifications and work experience, in which applicants with specialist qualifications can be recruited directly on the basis of their CV, without having to sit a written test. Applicants can also have their **professional experience validated** to obtain the equivalent of the degree needed to apply for the examinations, although this has not yet been applied across the board. And **age limits for the examinations have also been lifted** (a bill to this effect was passed on 2nd of August and is planned to enter into force on 1 November 2005).

But all of these measures are aimed mainly at applicants who already have experience or qualifications, and still require them to take an entrance examination.

For a large part of the population, however, such examinations are a **barrier**.

By their nature, entrance examinations are selective – our task is to ensure they are not discriminatory.

Most involve tests comprising written compositions or summaries within a time limit – such tests favour applicants from academic backgrounds who already have plentiful experience with these methods. Oral tests also favour university graduates.

All of which explains the **over-representation of graduates** among civil service recruits. For example, excluding teaching positions, there are more applicants for category B and C entrance examinations (4,158) who have at least a first degree than for category-A (3,543), and in category B, for which only a baccalauréat is required, almost half the applicants admitted to the entrance examination have at least a degree and over 2/3 a DEUG. This **squeezes out** those groups for whom these positions are normally intended.

The issue of overqualified applicants is being addressed in a broader context which covers their conditions of employment and the role graduates play in the recruitment process, but steps have already been taken to reduce the proportion of applicants who are overqualified, with a proposal to introduce an alternative entry procedure to examinations, i.e. the **recognition of professional experience**. This could be particularly useful for third sector and reserved entrance examinations, as well as internal promotion. However, this method too only covers those with experience, who therefore already have some measure of integration into society.

Finally, quite apart from the recruitment procedure or the type of tests, entrance examinations are by their nature a mode of selection which is designed to single out the best applicants. **The actual degree of selectivity of an entrance examination depends mainly on the quality of the applicants.** And from this point of view, whatever tests or procedures are used, the best qualified applicants will always have



a decisive advantage. This would not be a problem if the education system was able to guarantee full equality of opportunity in access to higher education, but this is not the case – social inequality is largely the result of unequal opportunities to succeed at school (just 20 per cent of the children of poorly qualified salaried or manual workers obtain a degree compared with 80 per cent of children whose parents work in senior white-collar positions or in the professions).

4.2.4 PACTE – a novel response to the problems identified

To combat these problems, two approaches are worthy of consideration: providing support to help applicants from underprivileged backgrounds prepare for Civil Service entrance examinations, in the form of information, coaching and general support; and changing the recruitment system for certain social groups, replacing entrance examinations altogether with a system of contracts leading to long-term tenure after completion of the relevant training. It is this second approach that is being applied in the PACTE scheme.

Limited initial success for examination preparation centres

An initial scheme to help young people from deprived backgrounds sit Civil Service entrance exams was announced in 2003 in the cross-departmental committee on social exclusion. This consisted of providing information and helping applicants prepare for the exams. One year on, the **initial signs are that the success of this scheme has been limited.**

Ten experimental examination preparation centres were set up in educationally underperforming areas (*ZEPs*) and information campaigns mounted, some successfully (for the Ministry of Defence and *police cadets* scheme), but although 300 paid work placements worth €1,400 were offered under the SIFE scheme (*SIFE collectifs*), **only a hundred or so people signed up.**

The main reason for this poor performance is that young people who leave school early or who have no qualifications are faced with a particularly long process before they can reach the stage where they are ready to enter Civil Service entrance examinations. Such people need first to be taught how to rediscover drive and ambition.

Finally, they may regard the examination process itself as one that offers little hope of success. Often there is only one place for every 50 applicants. What chance does an unqualified applicant have when half the people passing these exams have at least a university degree?

Overall, this approach benefits only those young people who had already decided to apply for the Civil Service anyway – a good thing in itself but of limited use to young people excluded from the world of education and work.

To make the Civil Service accessible to such sections of the population, recruitment should not be based on entrance examinations. Instead applicants should be selected via a period of vocational training (the goal of the PACTE scheme), leading eventually to a professional exam entitling them to long-term tenure.

4.2.5 PACTE – a recruitment scheme for the socially excluded, combining recruitment and training and leading to permanent appointment

Designed as a type of sandwich course, these contracts will provide young people with **two years of alternating on-the-job training and study at the end of which they will have the opportunity to secure a job in the Civil Service by taking a vocational exam.**

The scheme gives young people with few or no qualifications the opportunity to build a career in two areas in particular:

- posts not requiring a high level of academic qualifications (already accessible to those without a university degree)
- posts for which low-level technical qualifications are required, e.g. CAP/BEP.

It is not discriminatory, being designed not to take away jobs normally destined for graduate applicants, but rather to prevent such graduates taking up posts unsuited to their level of qualifications and career potential.

A *senior* version of the scheme should also be introduced to cater for the long-term unemployed over 50 years old.

The big difference between this scheme and the conventional work-placement contracts that already exist in the Civil Service is that PACTE will usually lead to a job.

Included in the Villepin government's **Plan for jobs** and supported by the President, this project has been implemented by government order during summer 2005.

The interest aroused by the announcement of PACTE shows that it does indeed meet a real need, that of having a Civil Service which reflects the society it serves.

However, the scheme will have to be sufficiently well designed to meet two major challenges.

The first of these is to design a suitable, completely fair selection procedure: selection will be unavoidable, since the number of posts available under PACTE (some 10 to 20,000) is clearly much less than the potential number of applicants. But if it is to offer equal access to public posts, it must be objective and transparent selection, avoiding any risk or suspicion of favouritism. And the procedure will also need to be adapted to its goal, which will entail exploring new approaches: applicants for this scheme cannot be subject to the conventional selection criteria of qualifications and work experience when they have been denied the opportunity to obtain them.

The second challenge is to successfully integrate the beneficiaries into their working environment. This will involve defining suitable training courses, providing the beneficiaries with the support they need during training and helping them to integrate fully in their new place of work. An advisory service will be needed, the success of which will depend in large part on the quality of its advisors, who will need to be specially trained for this role and given the recognition they deserve.



5. Gender

There are eight case studies from Member States under this section and a contribution by the European Commission, which makes nine contributions.

The first, from Austria, describes a cross-mentoring programme to support women in achieving their professional aims.

The second, from Cyprus, outlines the special provision, regarding pregnancy and motherhood.

The third, a contribution from the European Commission.

The fourth, from Estonia, explains how the Ministry of Social Affairs is developing guidelines and methods to promote gender equality.

The fifth, from Greece, sets out the legislative action that encourages women to return to work after having children.

The sixth, from Italy, describes how equality for women had been adopted.

The seventh, from Malta, looks at a project to increase productivity through gender mainstreaming.

The eighth, from Poland, describes a developmental programme for women.

The ninth, from Spain, describes the Plan for Gender Equality, designed to remove parenting obstacles that prevent real equality opportunity within the Civil Service.

5.1 Austria

5.1.1 Cross-mentoring for women in the Austrian Federal Civil Service

With the third Gender-Mainstreaming resolution by the council of ministers of 9 March 2004, a cross-mentoring project at the federal level has been established. Thus, the Federal Minister for Health and Women has broadened her successful business-mentoring project for the career advancement for women on female federal Civil Service staff.

The project **Cross-Mentoring in the Federal Civil Service** initiated by the Federal Ministry for Health and Women started in January 2005, supports women in the Federal Civil Service with proven and effective strategies to reach their professional aims.

Target-groups are especially:

- **As mentors:** director's general, group and divisional directors, directors, and leading women in higher executive functions (e.g. office directors).
- **As mentees:** women in all functions who wish to develop their professional and personal lives.

Aims of cross-mentoring are:

- The advancement of equal participation of women in all professional levels.
- The establishment and support of women in leading and decisive functions.
- The establishment of women's networks for the professional advancement of women.

5.1.2 Project procedure

The project was established as a **cross-over programme**, which means, that mentors and mentees should come from different departments which serves to allow:

- open communication
- identification of possibilities for development
- identification of possible future leaders, and
- opening up of important learning potentials in federal Civil Service are the advantages of the cooperation across the borders of ministries and departments.

The federal ministries and the highest authorities (Administrative Court, Constitutional Court, Court of Audit, and Office of the Ombudsman and the Directorate of the Federal Parliament) are taking part in the first phase from January 2005 on. Subordinate authorities will be taking part in the second phase from 2006 on.

A maximum number of five pairs per department and mentoring-year should not be exceeded. Now there are 42 mentoring pairs in Federal Civil service.

In each federal ministry and highest authority there is one cross-mentoring agent having the following tasks:

- Search for adequate mentors and mentees in his or her department.
- Participation in the steering committee and in the matching-procedure of the pairs.
- Attendance and supervision of the pairs.
- Communication of information and documents and networking.

The federal ministry for women and health acts as a platform and offers advice to the cross mentoring agents, calls the meetings of the steering committee, organises kick-off events, issues additional documents and does accompanying public relations.

5.2 Cyprus

5.2.1 Women and pregnancy

Concerning female public employees, public administration has adopted special provisions regarding pregnancy and motherhood (over and above the benefits provided for in laws and regulations regarding maternity). During six months after a woman gives birth, she has the flexibility to either go home an hour earlier or come to work an hour later every day, in order to accommodate feeding schedules for the newborn. Moreover, women who give birth to triplets are given one year leave of absence with full pay and are also provided with a financial allowance for that period of time. Finally, in cases of pregnancy, women who work under a system of shifts are not required to work evening shifts.



5.3 European Commission

5.3.1 Targets for the recruitment and appointment of women

Since 1995, the Commission has set annual targets for the recruitment and appointment of women at management level and for other posts at A*/AD level to equal opportunities between women and men.

For 2005, three targets have been set as follows:

- *Target 1:* Senior management: women must represent at least 20 per cent of recruitments and appointments.
- *Target 2:* Middle management: women must represent at least 30 per cent of recruitments and appointments.
- *Target 3:* Non-management A*/AD posts: women must represent 50 per cent of recruitments to the extent that the reserve lists allow. This objective will be applicable to the appointment of officials as well as to the appointment of temporary staff.

5.3.2 Fourth Action Programme for equal opportunities

The fourth Action Programme 2004–2008 identifies six specific objectives to be addressed during the programme period and sets out a monitoring and evaluation system to assess progress in implementation. The objectives are:

- address barriers to the career development of women
- reconcile private and professional life of all staff
- improve the gender balance within the different categories of staff
- conduct a comparative study of the career profiles of men and women in the Commission
- raise awareness and sensitisation to gender issues
- protect the dignity of the person in the workplace.

In each of these areas, the fourth Programme sets out actions that are to be taken in order to achieve progress. The overall monitoring of the programme's implementation aims at transparency, by requiring Directorate Generals and services to publish their own Action Plans for equal opportunities based on each of the measures foreseen, as well as any additional measures they consider appropriate for their own services. They are then required to publish an annual progress report on the implementation of their Action Plans.

5.4 Estonia

5.4.1 Gender equality

Gender equality has become one of the most frequently discussed topics in the Estonian public arena. Harmonising of Estonian legislation with EU legislation, and the development of a well-stabilised and sustainable society is an important issue for Estonia. Research shows that there is still a lot to accomplish to achieve gender equality in Estonia.

Estonia has become a party to several international conventions governing the area of equality. In accordance with article 2 of the Treaty of Amsterdam, promotion of gender equality has been declared a common task of the Member States of the European Union. In order to achieve the objective the states have to prohibit discrimination on the grounds of sex and legalise promotion of gender equality in all the areas of life of society. Pursuant to the Government of the Republic Act, amended in the year 2000, promotion of gender equality belongs in the responsibility of the Ministry of Social Affairs. In order to perform the duty in 1996 the Ministry established the Equality Office, which was renamed Equality Department in 2005. The department is engaged in developing the politics, strategies and measures for reducing gender inequality and promoting gender equality in all areas of life. The department deals with assessing the conformity of Estonian legislation

with international requirements and treaties, analysing the status of women and men and counselling professional specialists. The Ministry of Social Affairs is also developing guidelines and methods that enable influence of a specific programme, measure or project on women and men to be assessed.

Currently, the inter-ministerial committee for promoting gender equality is developing a national development plan of gender equality until the year 2008. The activity plan shall form a basis for dividing tasks between different ministries upon solving more complex problems (horizontal and vertical gender segregation of the labour and education markets, abolition of outdated stereotypes in textbooks, fighting against violence of women, etc.). However, the main stress is still on training and raising awareness. Of bigger projects, the following are being launched:

- Supporting women upon making decisions related to the economy.
- The role of the mass media in establishing power relations.
- Training national officials in integrating the gender aspect into activity plans.
- Developing the methodology of assessment of the gender effect.

5.5 Greece

5.5.1 Diversity policy concerning women civil servants

In every collective board/committee of the Civil Services, one-third of the members must be of the opposite sex.

A. Constitution:

All Greek men and women have equal rights and equal obligations

(Article 4, paragraph 2 of the Constitution).

5.5.2 Civil servants code

1. Pregnant civil servants will be granted a fully paid maternity leave for two months prior and three months after giving birth. Pregnancy leave is granted upon a certification of the civil servant's attending physician as to the anticipated time of delivery. Civil servants adopting a child will be granted a fully paid leave of three months within the first semester after the conclusion of the adoption procedure, if the adopted child is up to six years old. Noted that both maternity leave (pregnancy and nursing) and the one that is granted to pregnant civil servants in need of special treatment (health problems during pregnancy) are excluded from convalescence leave provisions.
2. Civil servants who are mothers have reduced working hours by two hours daily, when their children are up to two years old, or by one hour daily, when their children are from two to four years old. Civil servants who are mothers are entitled to nine months of paid leave for the upbringing of their child, when they make no use of the reduced working hours of the preceding paragraph. This special treatment in favor of women is justified by the fact that a very close connection is developed between mother and child after birth and especially during nursing.

Note that the term of maternity leave, in Greek law, consists term of actual service concerning both civil servants promotion and welfare insurance.



3. Furthermore, in the case of the upbringing of a child of up to six years old, both mother and father are entitled to unpaid leave of up to two years in total, which is granted without need for the service council's opinion.

On the whole, the aforesaid law provisions which are established in accordance with Article 21 paragraph 1, of the Constitution, renders evident the tendency of the Greek State to give emphasis on and substantive content to the protection both of motherhood as well as family in general.

4. In order to enter the Civil Service, all males are required to have completed their national service, which is compulsory in Greece, whereas women do not have that obligation.

5.5.3 Special provisions in Greek legislation

1. According to Greek law one third of candidates in municipal and prefectural elections are women. Women civil servants have a right to an earlier retirement if: a) they are fifty years old b) they have completed twenty years of service in the public sector and c) they have underage children or children unable to work (handicapped or with special needs). All the above preconditions should exist accumulatively in order for a woman to have this right.

5.6 Italy

In 1995, the women of the world asked their Governments to make women's issues and equal opportunity targets in every area a primary objective in the drafting of national and international policies. Based on that platform and of those demands for a new approach to these issues, a new political figure emerged in some countries, including Italy, to take the lead role for this commitment: the position of Minister for Equal Opportunities.

This was Italy's first response to the strong commitment that the women of the world demanded from Beijing:

- A Ministry that has made the Beijing platform a long-term commitment at the highest level of political decision making, using it as its *Magna Carta*;
- An autonomous Ministry, assigned to deal only with equal opportunity issues, which has been strengthened in Italy in the past four years thanks to the element of stability;
- A Ministry that has the power and the duty to indicate a scale of crosscutting priorities involving every area of the public administration and to inform the Government's actions at the national and international levels with the culture of Beijing.

On the domestic front, Italy has made significant progress in the area of empowerment. In our society, although women play a larger and more prominent role, the glass ceiling has remained intact, restraining women's participation in local and national elective offices.

This is why the Italian government modified the Constitution, including the principle of equal opportunities in access to elective assemblies, this will be implemented through the introduction of a quota system. However, Italy and Europe have an equally important mission in the international community for two reasons: because it is up to the richer countries to make a concrete contribution to the developing countries; and because wherever the rights of women are stronger and more widespread, there is a greater chance of influencing international policy.

This implies first of all maximum respect for and resolute protection of diversity. In this framework of mutual enrichment and peaceful coexistence of different cultures, traditions and customs, Europe is invested with a responsibility to act to assure that the strong instruments at our disposal are placed at the service of the Beijing objectives.

5.7 Malta

5.7.1 Female participation

The Government is working on a number of projects on a national scale under the European Social Fund and EQUAL. The objective of such projects is to increase female employment, female entrepreneurship, female retention and prevent loss of expertise. Some of the initiatives under these projects are summarised below:

5.7.2 Mainstreaming

The overall objective of this project is to sensitize the social partners to the cost effectiveness and other benefits, such as smoother work processes/relations and increased productivity that may arise due to the introduction of family-friendly provisions.

5.7.3 Promoting equal opportunities through empowerment

The aim of this project is to reach out to the inactive segment of the Maltese population, particularly women, and encourage them to be part of, remain and advance in the labour market by promoting the uptake of opportunities in different fields.

5.7.4 Childcare services at the work place

The objectives of this project are to:

- increase female employment and take-up of training and life-long learning
- stimulate female entrepreneurship
- decrease the risk of poverty by enabling unemployed mothers to work
- increase female retention and prevent loss of expertise.

5.8 Poland

5.8.1 Development Programme for Women

Data is available from various sources within Poland that suggests a *glass ceiling* exists for many women – where women who aspire to a career in a professional field or the public sector are likely to encounter barriers and hindrances which prevent them from achieving the highest ranking positions (this is a world-wide problem). It is necessary to give women additional support in dealing with this phenomenon known as the glass ceiling in order to enable them to pursue a career within the Civil Service and to be successful in an organisation. Overcoming the organisational/cultural barriers, which exist, will not be an easy process but creating a development programme specifically for women and delivered by women-trainers will be one important step in this process.

5.8.2 The learning goals for the development programme for women

The learning goals for development programme for women are:

- To motivate and support women who want to pursue a career in the Civil Service and have a dream to reach a more senior position.
- To explore their choices/goals in life and to begin to create a plan of how they will achieve this.
- To create an environment in the workshops where women feel supported, where they support each other and where people are able to challenge constructively without the fear of blame.
- To develop an understanding of how they learn as individuals and to learn from each other collaboratively.



5.8.3 The content of the programmes

Module 1, personal development (3 days):

Drivers for change; history/background; why a women's programme? Life stories and their meaning; work/life balance; stereotypes; self esteem and confidence and how you improve this, blocks to self development learning and how to develop this; assertiveness, different types of behaviour and their impact, personal choices, skill development, dealing with inappropriate behaviour, self motivation, planning to take action, planning a project.

Module 2, management development (2 days):

Management and leadership – what are the skills, challenges being faced by women, exploring the impact of gender, personal effectiveness, power/politics, networking and mentoring, planning to take action/managing your career.

Participants of the programme will also be able to choose/attend a series of workshops from a choice of options: influencing/motivating others; managing conflict; stress management; managing time; personal presentation/image; culture/change management; creative problem solving.

5.8.4 Senior sponsors and their role and responsibilities:

The sponsors will be senior managers/leaders who demonstrate that they support the idea of equality for men and women. They will be someone who demonstrates that equality is important for them. The sponsor will provide high visible support to the programme and where necessary support for the women who will be attending the programme. The sponsor will sell the idea to as many people as possible using their powerful networks in order to explain why there is a need for this programme/what the organisational benefits will be and why things need to change. They will take every opportunity to let other people know about the programme particularly those with power and influence. The sponsor will challenge and deal with resistance and negative attitudes to change/this programme and the idea of equality.

5.8.5 Measuring progress/success (possible examples):

Monitoring where people are now – where they will be in 12 months – and/or two years ahead. Creating change for women in a traditional organisation will not happen overnight and because there are so many variables in an organisation, which has an impact on careers it will be difficult to measure success simply through statistics. However, it is very important that the organisation begins some form of gender organisational monitoring:

- Regular contacts with participants of the programme and asking of changing positions, promotions etc.

Other possible questions:

- What did you gain from the programme?
 - What impact did it have on your ability/attitude/confidence/skills/image/beliefs etc?
 - What made a difference to you?
 - How did it support you in your move/promotion?
 - What have you learned?
 - What more could be done on the programme from your experience?
 - Would you recommend it to other women?
 - Why do you say that?
 - What barriers have you faced since returning to work?
 - What has been positive since returning to work?
- Regular contacts with the managers of the women and asking them what impact the programme has had. What the benefits were? What issues have been raised? What is more effective behaviour etc?

- The women will be doing small projects in the gap between the two training events. When they summarise these projects (in formal written work) copies could be kept to identify what work or project work has been done (this validates their work, provides evidence of what the women on the programme are achieving and gives evidence of change within the organisation).
- Seeking feedback from the women at the end of the first and second training event, asking them what was most helpful and useful/why? What did not help and why? What could we do to improve this aspect? What was most valuable? Is there anything else we could do/how?

5.9 Spain

Although the Spanish Constitution clearly states the right to equality of all Spaniards and hence the ban of all discrimination forms (art. 14) and specifically translates this right into the right of access to positions (art. 23) and the Civil Service (art. 103), unfortunately this has not always been a reality.

The legal obstacles that used to make it harder for women to enter the Civil Service have been removed, but even now, difficulties to completely eradicate gender discrimination in the public administrations persist, particularly referred to professional promotion to decision-making position.

In addition, the increasing incorporation of women to the labour market has not been hand in hand with measures favouring cooperation and compromise between men and women that would allow a balanced share of responsibilities both in the private and professional spheres of life.

With these considerations in mind, the Council of Ministers passed in March 2005 a Plan for Gender Equality in the General State Administration (*Orden APU/526/2005, de 7 de marzo*), in order to remove the persisting obstacles which prevent real equal opportunities between men and women in the access to and career within the Civil Service.

The plan is structured in the following groups of measures and actions:

- a) measures to promote gender equality in the access to public employment
- b) measures to favour professional promotion of female civil servants
- c) measures to reconcile personal, family and professional life of employees at the service of the General State Administration
- d) measures against gender violence within the General State Administration
- e) initiatives to promote the value of equality gender in the General State Administration
- f) studies and evaluations.



6. Flexible working practices

There are four case studies in this section. The first, from Austria, explains how it introduced a system of flexible working hours based on an annual working time model.

The second, from Germany describes flexible working arrangements as set out by the federal government.

The third, from Luxembourg, sets out the possibilities that exist for flexible working time, part-time job and leave entitlement.

The fourth, from Malta, looks at the range of family friendly measures.

6.1 Austria

6.1.1 Case study dealing with the topic of diversity considering as a concrete example the Austrian study grant authority:

In 2002, Austria introduced a system of transition of flexible working hours based on an annual working time-model by law for its civil servants and by special contracts for its contractual employees. The priority objective of this system is to reduce overtime in public administration. This regulation was made possible by an agreement that, allowed employees to organise their work time flexibly but left them with no overtime opportunities.

To reach this goal, the flexible working time system provides the opportunity to conform the daily working time to the actual needs of the workforce. That means, that the daily working time actually depends on the fluctuations of the intensity of labour, for example the Austrian Study Grant Authority has a great workload in the winter semester whereas comparatively little in the summer semester. So if somebody's work time is 20h/week (in Austria qualified as part-time work), he does 25–30h/week in winter and 10–15h/week in summer. That makes an average work time of 20h/year. By this flexibility, employees get the possibility to adapt their family life to their work life and vice versa.

For the Austrian Study Grant Authority the year begins in October when students start their studies. The year is divided in quarters and for each quarter the employer has to build individual duty rosters for every single employee which can be adapted to the personal situation of each of them and thereby work on specific requirements.

To ensure effective coordination, a core time is defined from 9–12am. Employees have to be at work during that period. The remaining work time has to be completed during a skeleton time between 6am–7pm. Therefore, people are free to choose their daily work time between 6am–7pm in consideration of the core time as well as having the responsibility to coordinate their presence in the office with their colleagues.

Overtime incurring in spite of that regulation can be taken over into the next quarter but is limited to a certain amount of hours depending on full- or part-time employment (e.g. part-time employee who works 20h/week can take over 10h at the most into the new quarter). Working hours exceeding that limit gets lost. Employees are therefore encouraged to deal with it responsibly.

Full-time and part-time employees can use the system of flexible working time. As the experience has shown since 2002, mainly part-time workers benefit from it because most part-time employees are women with children.

6.2 Germany

6.2.1 Flexible working arrangements in Germany

The Federal Government's arrangements provide for a wide range of possibilities for organising flexible working hours for civil servants and public employees.

6.2.2 Part-time work

In the federal public service, nearly all types of part-time work are possible. Models range from:

- Reduction of daily working hours.
- Reduction of total working hours (e.g. full-time some days a week, no work the other days or work just three out of four weeks each month).
- Leave of absence for up to one year (sabbatical).

There are several forms of part time work:

- Part-time work without preconditions, if it does not interfere with operational interests.
- Part-time work to look after minor children or relatives in need of care (the application may only be rejected in rare exceptions).
- Part-time work during unpaid parental leave until the child has reached the age of three is a legal right. With the approval of the employer it is possible to work during this period up to 30 hours for a different employer or self-employed).

Pay and pensions are proportional to the working hours. In accordance with special regulations part-time work must not be discriminated against (e.g. with regard to promotion, training and other benefits).

6.2.3 Partial retirement

Until 31 December 2009 older employees in the public service (civil servants after reaching the age of 60 and public employees after reaching the age of 55) can opt for a partial employment scheme as a form of part-time work. Partial retirement means that the remaining working time is spread across a working phase and a non-working phase, until the civil servants/employees reach the legal retirement age or the retirement age applied for. During partial retirement, older employees can work half the number of hours previously worked and receive 83 per cent of their last net pay.

In the option mostly chosen for partial retirement (block model), the remaining number of hours to be worked until retirement age is spread across two phases. In the first (working) phase, employees work full-time but receive a lower salary. During the second (non-working) phase, employees are no longer required to work, as they have worked these hours in advance.

6.2.4 Flexitime

Flexitime enables civil servants and public employees to decide themselves, within certain limits, when they wish to start and end their day's work. In the Federal Ministries, presence is obligatory between 9.00 and 15.30 hours, in other Federal administrations working hours are not regulated at all. As compensation for overtime work, employees can take 12 days off work per year.



6.2.5 Telework

Telework is becoming increasingly important in the public service as it offers advantages such as:

- better life-work-balance
- no travelling to work and back.

Individual telework agreements may be concluded with the employer if the duties related with their function can be fulfilled this way. In the interest of maintaining employee's integration into and identification with the agency, telework arrangements usually involve alternating between workplaces at home and office according to what has been agreed between employer and civil servant/employee.

6.2.6 Challenges ahead

Legal amendments of the last years (**Federal Law on Public Service, Federal Act on Gender Equality, Federal Act on the Implementation of Gender Equality, Act on Part Time Work and Limited Employment**) have removed remaining restrictions on flexible working arrangements in the public service. Now it is important to further promote and develop these options. Remaining reservations amongst colleagues and within the management need to be addressed. There is room for improvement in terms of organisation, human resources management and communication. The aim of the Federal Government is to continue making working hours more flexible. To this end, initial consideration is being given to providing individual departments with greater room for manoeuvre.

6.3 Luxembourg

6.3.1 Good practice in diversity

As a follow-up of the HRWG meeting in September, which gave the members of the working group the opportunity to share examples, experiences and stories of diversity in practice, this contribution of Luxembourg focuses on the possibilities that exist in the Luxembourg public service for flexible working time, part-time jobs and leave.

Flexible working hours are defined as a compulsory presence for full time working civil servants from 8.30 to 11.30 and 14.30 to 16.00 per day, understanding that a full time job requires a six-hour presence per day.

These flexible working hours enable for example parents to adapt their working time to their children's school hours. This working time system also facilitates social and sports activities, either early in the morning, during extended lunchtime or late afternoon. Flexible working hours as mentioned above may vary from one public administration to another depending on their special attributions, for example offices with customer relations where a constant presence of civil servants must be guaranteed.

Part-time working is defined in the law determining the status of civil servants, most categories of Luxembourg civil servants have the possibility, under certain conditions, to work 25 per cent, 50 per cent or 75 per cent, if they do not work full time.

Absence-Leave entitlement

Civil Servants are entitled to a range of leave that include:

- Maternal leave (fully paid up to 12 weeks).
- Full-time leave without pay for a period of two years after a maternal leave or a parental leave.
- Parental leave, either six months full time or 12 months half time.
- Leave for family reasons (a maximum of two days per year).
- Part-time leave for raising children under six years.

There is a ranges of additional leave entitlements that include:

- Full-time leave without pay for raising children under 15 years.
- Full-time leave for personal, family or professional reasons (a maximum of four years).
- Part-time leave for raising children under 15 years.
- Part-time leave for personal, family or professional reasons (a maximum of four years).

Other leave entitlement include:

- Leave for sporting activities.
- Leave for cultural activities.
- Leave for development cooperation activities.

6.4 Malta

Issues of diversity and equal opportunities are high on the agenda of the Public Service of Malta. The Service is considered as the leading employer in this field and has taken a number of initiatives to ensure that its work environment is more friendly to employees with special needs and that both female and male employees will be better able to balance their work and family responsibilities.

6.4.1 Integration of persons with a disability

The objective of this initiative is to ensure that no discrimination takes place against persons with disabilities. When applying for vacant positions, persons registered with the National Commission for Persons with a Disability (NCPD) may be given reasonable accommodation, even if they do not satisfy in full the eligibility requirements, provided they can carry out, in essence, the duties related to the post/position.

6.4.2 Parental leave

The demands placed on parents by newborn children go well beyond the first few weeks after birth. For this reason, a scheme was launched in 1996 whereby public officers could apply for unpaid parental leave to look after their children under five years of age. This has recently been upgraded to include children under six years. There are a few components which include:

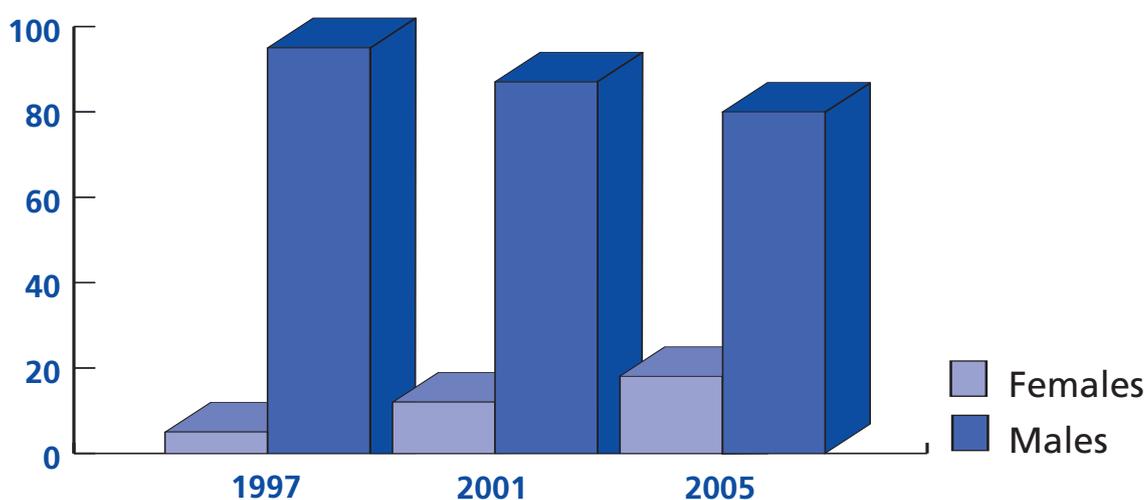
- public officers are allowed one year unpaid leave to take care of their own children who are under six years of age;
- public officers are allowed a once only maximum period of five years unpaid parental leave to take care of their own children under the age of six;
- parental leave may be taken or shared by both parents (if both are public officers).



6.4.3 Engagement of casual substitutes

Measures such as parental leave gave rise to the possibility of staff absences disrupting departmental operations. Arrangements were needed to cover for absent staff, yet ministries and departments could not simply be directed or permitted to recruit career staff to replace employees who would themselves eventually return to the department.

A scheme was introduced whereby casual substitutes would be employed on definite contracts to fill temporary vacancies arising from employees being granted long leave of at least a year's duration. A casual substitute has to be twinned, name to name, to an existing public officer who is away on long leave. The contract of the substitute is terminated when the public officer returns to work.



6.4.4 Work on reduced hours

With the aim of making the Public Service more family-friendly, a system of reducing working hours was introduced in 1999. Under this scheme public officers with at least one year's service have the option of working 50 or 75 per cent of their normal hours, which gives flexibility as to the choice of their working hours within the working day.

This scheme is open to public officers who are entitled to parental leave or to responsibility leave as well as to those who are over 50 years of age and who produce a medical certificate stating that, for medical or serious humanitarian and family reasons, they are unable to work full-time.

6.4.5 Adoption leave

When adopting a child, public officers are entitled to five weeks adoption leave with pay.

Like natural parents, public officers adopting a child are entitled to the one year unpaid parental leave and the once only maximum period of five years unpaid parental leave.

6.4.6 Responsibility leave

Similar reasoning lay behind the institution in 1999 of unpaid responsibility leave for public officers with dependent family members (elderly parents, sons and daughters, or spouses who require special care and who have no one else to look after them). Public officers in such a situation can take a year's unpaid responsibility leave, which can be renewed if the need continues. Where the dependent family member is a child, responsibility leave can be shared between the father and the mother in a manner similar to that of parental leave.

6.4.7 Impact of such measures on the public service

Such measures are particularly important in a society where the outsourcing of family care to outsiders continues to be seen as a second-best option. Nowadays public officers (particularly women) with children or other dependent family members have options other than resigning as a means of coping with such obligations.

The Public Service also gains by not losing these officers with their experience and qualifications. Already the representation of women in the top five salary scales of the Public Service has increased considerably in recent years – from five per cent in 1997 to 12 per cent in 2001 to 18 per cent in 2005 – and these measures should continue to reinforce the trend.

6.4.8 The next step forward

The Public Service has recently concluded an in-depth review of family-friendly measures with the objective of measuring how successful such initiatives have been in reaching the stated aims and looking into society's current requirements and how best these can be met. The extensive report proposes new additional measures including, job sharing and tele-working. Following a piloting stage such measures will be phased in to the Public Service.



7. Ethnic and religious minorities

There are two case studies in this section. The first, from Denmark, describes how ambitious and challenging target setting can assist the integration of ethnic minorities into the State Sector. The second, from the UK, explains the lesson learnt from dealing with racially and religiously aggravated crime.

7.1 Denmark

7.1.1 Integration of ethnic minorities in the Danish State Sector

Integration of ethnic minorities in the Danish labour market is a significant action area. The individual will benefit from being an integral part of society through active participation in the labour market.

The Danish State Sector promotes the integration of ethnic minorities as a necessary labour resource. A major benefit is that the State Sector gains access to a greater supply of talents and sources of innovation and better problem solving. A further benefit is that specific ethnic minority groups are no longer marginalised in the labour market.

7.1.2 Quantitative targets for integration

In Denmark, the Government has set targets to promote the integration of ethnic minorities in the State Sector. This means that a certain share of the State Sector employees will comprise of ethnic minorities – defined as immigrants and descendants from non-western countries (i.e. countries outside EU, the Nordic countries, USA, Canada, Australia and New Zealand etc.).

The target has recently been raised from 3.5 per cent to 4 per cent. The target is extremely ambitious because the Danish Government wishes to set an example in encouraging greater integration. Currently, ethnic minorities only make up around 3.5 per cent of today's total workforce in Denmark.

Ethnic minorities currently represent 2.3 per cent of state sector employees. A number of strategies are in place to raise the number. The Police Service and Defence account for approximately 30 per cent of the state sector employees, consequently these areas are paid greater attention.

Poor knowledge of the Danish language, limited professional experience and a rather negative image of the Civil Service sector constitute great challenges to the integration of ethnic minorities. To tackle these issues, the State Employer's Authority has set up a special internet site www.integration-i-staten.dk. This contains a section showing examples of successful integration of people from ethnic minorities (*role-models*). This is one of the most frequently visited sections.

One benefit of setting a quantitative target is that the results can be compared immediately. Scoreboards are published twice yearly, helping to identify which services obtain the best results. The Danish Institute of Statistics has precise, detailed figures in the field of integration of ethnic minorities, which are used within the context of the programme of promotion of ethnic minorities.

7.1.3 Agreement on Integration Jobs

As a result of the collective bargaining in 2005 the social partners agreed to establish specific Integration Jobs. The objective of the job is that those involved start an education or obtain ordinary employment. The target groups of the Integration Jobs are ethnic minorities with poor language and professional skills.

The content of the agreement on Integration Jobs are:

- fixed-term jobs of up to one year's duration
- initial pay according to the collective agreement for 80 per cent of working hours
- training and upgrading of skills for 20 per cent.

Currently, the State Employer's Authority is meeting with the different Ministries in order to discuss priorities and actions for the integration of ethnic minorities, including the establishment of and joint advertisement of Integration Jobs in the State Sector.

7.2 United Kingdom

7.2.1 Crown Prosecution Service – development and launch of the public policy statement on racist and religious crime

The Crown Prosecution Service is responsible for prosecuting people in England and Wales who have been charged by the police with a criminal offence. As the actions of the Service directly impact on the public sense of justice and on an individual's freedom, it is important that prosecution decisions are free from bias and discrimination. In its efforts to demonstrate commitment to promoting racial and religious equality, the Service has developed and launched a public policy statement on its approach to the prosecution of racially and religiously aggravated crime.

7.2.2 Key lessons include

Key lessons include:

- Personal commitment from leaders: the Director of Public Prosecutions takes a personal interest in all cases of racist and religiously aggravated crime.
- Learning from previous experiences: improvements made by sharing lessons from the development of earlier statements on homophobic and domestic crime.
- Consulting with stakeholder groups was an essential ingredient: consultation with a wide range of stakeholder and expert groups, at an early stage and on an ongoing basis, led to more acceptable and accessible policy.
- Balancing central coordination and monitoring with local ownership and decentralised implementation to avoid unexpected variations across regions.
- Establishing a working group with appropriate skills, experience and backgrounds to develop the policy: the composition of the working group which was diverse in terms of expertise, grade, gender and ethnic background was considered to have had a positive impact on the approach adopted and the resulting policy.
- Budgeting appropriately: funds were made available at the onset to meet all costs, including the extensive consultation process, and further funds were made available for unexpected costs of regional launches.
- Implementing incrementally: the policy was developed and launched in an incremental fashion over 16 months to build momentum and to integrate the lessons of each phase in subsequent work.



8. Disability

There are five case studies in this section. The first, from Cyprus, describes the practical steps taken to assist the employment of vision – impaired people.

The second sets out the European Commission’s Code of Good Practice Ethics for the employment of people with disabilities.

The third, from Estonia, summarises some of the policies designed to include people with disability.

The fourth, from Greece, gives a brief summary of the policies pertaining people with special needs.

The fifth, from Portugal, describes the constitutional rights for disabled people.

8.1 Cyprus

8.1.1 Treatment of the disabled

The Public Service Law of 1990–2005, gives preference for jobs to those with a disability. However, the candidate must possess all the qualifications required by the job description. In addition, the competent authority responsible for the selection of candidates must be satisfied that he/she possesses the abilities to perform the duties required and that he/she is not inferior in merits and qualifications when compared to other candidates.

Furthermore, according to the provisions of a special law enacted in 1988, vision-impaired candidates who apply for a post as telephone operators in the public service are given preference for recruitment, as long as they are trained telephone operators and possess all other required qualifications. Since the enactment of this law, only vision-impaired persons have been recruited to telephone operator posts. In the case where there are no vision-impaired candidates, preference is given to persons with other disabilities.

8.1.2 Assistance provided to vision-impaired employees

An example of how our public administration has benefited from the implementation of policies related to the treatment of disabled people has to do with the assistance provided to vision-impaired colleagues. In the public administration and Personnel Department, one administrative officer is a vision-impaired person. Thanks to his personal and zealous efforts, he managed to persuade public administration to adopt a general policy (by decision of the Council of Ministers) so that employees in administrative posts who have impaired vision can be assigned a personal assistant, on a permanent basis, to assist them in the execution of those duties for which vision is a requirement. These personal assistants have the status of permanent government employees (hourly-paid staff) and their qualifications should be relevant to the duties of the employee they are assisting. For example, if the employee is a foreign language teacher, the assistant should have an adequate knowledge of the language so that he/she will provide a more efficient service.

Moreover, the Government also pays for the necessary technical equipment for access to information like the Braille Display and provides a travelling allowance for transportation to and from the workplace. Because of these policies, our colleagues and all other employees with the same disability are facilitated in their everyday operations, are more productive and efficient and thus feel equal and accepted by others despite their physical differences.

8.2 European Commission

Code of good practice for the employment of people with disabilities

In November 2003, the Commission adopted a new Code of Good Practice for the Employment of People with Disabilities. It deals with the following main themes, related to the recruitment and career of officials:

- Work-related accommodation.
- Recruitment.
- Careers development.
- Working environment.
- Information and awareness raising.
- Monitoring.

8.3 Estonia

8.3.1 Greater involvement of people with disabilities

The Estonian Ministry of Social Affairs has also launched an initiative that aims to increase involvement of disabled people in society. The objective is to work out a comprehensive long-term strategy for the protection of the rights of disabled people and their involvement in the labour market for the years 2006–2015.

8.4 Greece

In every proclamation for the recruitment of personnel in the public sector, 20 per cent of the posts are offered to candidates who need special treatment (e.g. people with special needs/disabled, people who have four children or more, children of victims of war/terrorist attacks etc).

8.5 Portugal

8.5.1 Good practice in diversity

The rights of free choice of profession and access to public administration are constitutionally protected in terms of equal conditions for all citizens.

Disabled people have the same constitutional rights, apart from those they are unable to proceed because of the nature of their disability.

The Portuguese Constitution gives the State the responsibility to create and coordinate the rules and conditions to fulfil a national policy of prevention, treatment, rehabilitation and suitable integration of disabled people.

In 2001, the *Decreto-Lei n.º 29/2001, 3rd February*, introduced in the Portuguese legal system the need for every public competition to have some vacancies reserved for disabled people.



This rule applies only to the competitions where its purpose is to select external candidates (people who are not yet civil servants) and only for those categories whose activities can be performed by disabled people.

If the competition is opened for ten or more vacancies, a quota of five per cent is fixed for disabled candidates.

If a recruitment competition is opened for less than ten vacancies but more than three, one place is reserved for disabled candidates.

In these terms, every competition advertisement has to mention the right number of vacancies to be filled by disabled candidates. These rules must be applied, with the necessary adaptations, also to the selection processes for labour agreement.

Concerning the evaluation of these procedures, every public services must inform, on an annual basis, the Directorate General for Public Administration, how many disabled candidates were not admitted in each competition.

Every year, up to the 15th of April, the Directorate General for Public Administration reports to the National Secretariat for Rehabilitation and Integration of Disabled People any developments in this area.

In each competition, the National Secretariat follows the selection procedures for the Rehabilitation and Integration of Disabled People and the National Council for the Rehabilitation and Integration of Disabled People.

9. Age

A brief summary of an example of an approach in relation to age from Greece and one case study from the Netherlands. This describes the approach taken to address the pension implications of an ageing workforce and the increasing number of retired staff.

9.1 Greece

Until 2002, there was an age limit for the recruitment in the public sector. However, since then there has been an abolition of this maximum age limit for recruitment in the public sector.

9.2 Netherlands

The Netherlands is seeking to address several issues about the ageing workforce and retired population. In particular the need to provide choice, flexibility and fairness about pension planning.

Replacing classical public early retirement provisions by individual lifelong free time saving, managed through carrot (negotiating table and individualisation) and stick (legislation).

9.2.1 ABP-pension agreement between all (public) sector employers in the Netherlands and the labour unions, applicable to one million employees

- adjusting the early retirement provisions to the new fiscal legislation, which reduces as per 1 January 2006 the deduction possibilities of early retirement contributions in the framework of income taxation
- raising the average pensioning date of staff and raising labour participation by the elderly public worker in accordance with the Lisbon targets
- facilitating individual choices by staff members on future free time arrangements determining final results
- transitory provisions, distributing equitably burdens and profits over the older and younger generations within the ABP-funds circle of beneficiaries.

9.2.2 Content of the pension agreement on a structural basis, to be achieved gradually and differentiated for age groups

- The early retirement provisions are being replaced by a strengthened deferred old age pension (raising the accrual rate) and more flexibility of the pension age.
- The possibility to exchange widowers/widows-pension for more old-age pension is introduced (however no actual equivalence)
- 0.8 per cent of annual salary may be used for (lifelong free time saving) up to the decision by the individual. The regulation has the financial character of an income tax deductible savings. Half of this amount is employers contribution
- The average employee with 40 reckonable years of service can expect with the strengthened old age pension 70 per cent of his averaged salary after 62 years and 9 months of age, point three not included.



9.2.3 The bandwidth of combining the collective and individual possibilities:

- By combining the old age pension and the 0.8 per cent savings arrangement mentioned, the date of age mentioned above of 62.9 can be reduced with (approximately) a half year over 40 year.
- Based on individual decisions a more radical result can be achieved. The employee can (fiscally deductible) save an additional 11.2 per cent of an annual salary per year, up to 175 per cent in total. This leads to (maximally) 2.5 more years reduction if he devotes his full (levensloop) savings to early retirement.
- In total the 62.9 minus .6 (related to the 0.8 per cent gross wage increase) minus 2.5 year (maximal individual saving) means that approximately 59.9 is the earliest possible age of departure, having worked 40 years.
- The person above gets as benefits between 59.9 and 62.9 the levensloop-allowance of 70 per cent and then continues with 70 per cent old age ABP-pension.
- From 60 on staff gets the possibility to ask for their pension rights, however with actuarial reduction factors, and he/she may combine this with working full-time or part-time.

9.2.4 Transition provisions

- Pensioners already enjoying early retirement provisions before 1 January 2006 are untouched;
- Employees in service on 31 December 2005 and being 56 or older will keep their existing early retirement benefits. They will not benefit from the new rules, but can enjoy their pension rights 2 or 3 months later compared with the old situation (depending on their actual right this pension age is 61.3 or 62.2 years instead of 61 or 62 years respectively);
- for all other staff the new agreement is applicable and differentiated transitory arrangements apply.

9.2.5 Financing: Bill ABP to employer and employee for retirement before 65

- The new agreement costs 6.5 per cent of the annual salary, comparable to the cost of present early retirement provisions. On top of that comes 0.8 per cent, to be possibly spent for 'levensloop'/lifetime saving, totalling 7.3 per cent of an annual salary. However, the new agreement avoids steep rising contributions in future (ageing) for early retirement.
- 2.75 per cent out of these 7.3 per cent is necessary for the strengthened old age pension (e.g. accrual rate rising to 2.05 per cent per year-averaged wage). 0.8 per cent is necessary for facilitating life-time saving. The rest is absorbed by the transition provisions with a horizon of 15 years, the horizon fixed by the legislative fiscal design.
- the costs for the employer of the old early retirement provision was half of 7.8 per cent and the new contribution decreases to half of 7.3 per cent, thus a decrease of 0.25 percentage of salary.

9.2.6 Conclusion:

In the Dutch capitalised pension system, it was possible to:

- contribute to the Lisbon goals on ageing by reducing early retirement benefits;
- economise in a budgetary way (0.5 per cent);
- save 5 billion Euro for the ABP (in 15 years);
- avoid future rises in ABP contributions;
- reach agreement with the unions;
- strengthen individual choice possibilities for future generations of staff.

10. Conclusion – The value of diversity

The main value of promoting diversity in public administration is that:

- organisational performance can be improved by having access to a larger talent pool
- it can be deployed in innovative and cost-effective ways.

This will enable public administration to be more representative of the communities they serve.

The case studies in this report reflect some approaches taken by Member States to improve organisational performance. Each Member State has its own diversity issues and priorities which are managed in a way that is appropriate for that Member State. As diversity legislation and policies become understood and accepted there will be more practical action taken. The journey for each Member State will be different, however, the lessons learnt along the way may assist colleagues achieving their own national objectives.

From a wider perspective, the attraction of talent from a pool of under-represented groups is an effective way of utilising under-used resources and will go some way to help Member States move towards the achievement of their goals for the Lisbon Strategy.

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